



**Republic of Angola
Government of Angola**

NATIONAL IVORY ACTION PLAN

**NIAP
2015-2016**

CITES

FEBRUARY 2015

ABBREVIATIONS

AGT:	General Taxation Administration
DNIC:	National Criminal Investigation Department
DPIC:	Provincial Criminal Investigation Department
DNB:	National Department for Biodiversity
DNF:	National Forestry Department
ETIS:	Elephant Trade Information System
ICCWC :	International Consortium on Combating Wildlife Crime
IDF:	Institute for Forestry Development
INBAC:	National Institute on Biodiversity and Conservation Areas
INTERPOL:	International Criminal Police Organization
MoU:	Memorandum of Understanding
MINAGRI:	Ministry of Agriculture
MINAMB:	Ministry of the Environment
MINCO:	Ministry of Trade
MINCULT:	Ministry of Culture
MINDEN:	Ministry of National Defence
MINHOTUR:	Ministry of the Hotel Trade and Tourism
MININT:	Ministry of the Interior
MINJDH:	Ministry of Justice and Human Rights
MIREX:	Ministry of Foreign Affairs
NIAP:	National Ivory Action Plan
NGO:	nongovernmental organization
SADC:	Southern African Development Community

SIE: External Intelligence Service

SINSE: National Intelligence and Security Service

SNF: National Monitoring Service

UNODC: United Nations Office on Drugs and Crime

1. INTRODUCTION

The 16th Conference of the Parties to CITES held in Bangkok in 2013 had decided to classify Angola among the countries “of importance to watch” in connection with illicit trafficking in ivory, in particular owing to indications that the country had become part of a transit route for ivory and to the lack of information on this trade, but also because of its significant domestic market. In addition, the CITES report indicated that a number of travellers from Luanda were apparently arriving at international airports carrying ivory items.

The 65th meeting of the CITES Standing Committee held in Geneva in July 2014 decided that the countries “of importance to watch” should each prepare a National Ivory Action Plan (NIAP).

In that regard, Angola is preparing a detailed action plan to determine elephant population numbers in its national territory and also the animals’ transhumance routes.

In the meantime, an inventory of the quantities of ivory seized has been performed at national level and its results communicated to the CITES Secretariat in October 2014.

It should be noted that the possession, transportation and sale of ivory are prohibited in Angola, but that current law does not criminalize such actions, keeping them simply as offences punishable by a fine.

This National Ivory Action Plan includes steps to be taken as well as indicators for measuring the impact in the areas of poaching, seizures of ivory, penalties and sentences applied, and so on.

2. PROCESS OF DEVELOPING THE NIAP

Development of the National Ivory Action Plan, NIAP, was based on technical consultative meetings intended to assist in the completion of the questionnaire on the evaluation of the Government’s capacity for conserving elephants and combating ivory trafficking in Angola.

The meetings were organized by the Ministry of the Environment, with participation by representatives of the Ministries of Agriculture, Trade, the Hotel Trade and Tourism, Foreign Affairs, Fisheries, the Interior, Justice and Human Rights, National Defence, the Attorney General, NGOs and other actors concerned with issues of biodiversity.

The questionnaire was based on six pillars, which were created on the basis of the information available and the ability of the country to implement this plan, making due allowance for the difficulties inherent in the revised budget for the year 2015.

The various contributions were compiled into the text enshrining the NIAP.

The final version was examined by the Minister for Biodiversity and Protected Areas, and approved by the Minister for the Environment.

As the NIAP is a Government-level document, it will be submitted for approval by the National Multi-sector Commission for the Environment, comprising all of the ministries concerned with biodiversity and the management of natural resources.

At the same time, expert meetings are in progress to examine the best way to implement the NIAP and ways to mobilize resources.

3. IMPLEMENTATION OF THE NIAP

Implementation of the NIAP will be undertaken through a joint endeavour of various Angolan Government Ministries charged with management of wild fauna and flora, including the Ministry of the Environment (DNE, SNF and INBAC); the Ministry of Agriculture (DNE and IDF); the Ministry of the Hotel Trade and Tourism (DNEFT); the Ministry of Justice and Human Rights; the Ministry of the Interior (Taxation Police Force, Economic Affairs Police and Border Guard service); the Ministry of Defence (air force, navy and regular army); the Ministry of Finance (Department for Management of Fiscal Administration – Customs); the Ministry of Fisheries (National Institute for Artisanal Fishing); the Ministry of Trade; the Ministry of Culture and other authorities such as the External Intelligence Service and the National Intelligence and Security Service – SINSE.

The Minister for the Environment will call on her colleagues to appoint a permanent representative on the Technical Commission for the Implementation of the NIAP.

The Ministry of the Environment, through the DNE, will coordinate implementation in cooperation with its regular partners in the National Commission for the Implementation of the NIAP. The Commission will meet four times a year, or as necessary, to develop progress reports with recommendations for agencies and units with a role in NIAP implementation and also to the CITES Secretariat to improve work or revise strategies.

4. OBJECTIVES OF THE NIAP

- Strengthen and coordinate efforts in order to combat illegal ivory trading in ivory and in other elephant products throughout the country;
- Demonstrate the commitment of Angola at international level to the fight against poaching and trafficking in wild animals and in products of them;
- Apply the CITES recommendations adopted at the 65th meeting of the Standing Committee held in Geneva in July 2014.

5. BACKGROUND

According to IUCN studies from 1992, mammals in Angola are among the most diverse on the continent of Africa, with 275 species recorded, including for example the famous great sable antelope (*Hippotragus niger variani*), the African bush and forest elephants (*Loxodonta africana africana* and *Loxodonta africana cyclotis*); the western gorilla (*Gorilla gorilla*), the common chimpanzee (*Pan troglodytes*); the African manatee (*Trichechus senegalensis*), the gemsbok (*Oryx gazella*) and more.

After the armed conflict, the large mammals have returned to their original ranges, from neighbouring countries such as Botswana, Zambia, Namibia and the Congo. At the present time, there is no estimate available of the elephant population in Angola as it has not been surveyed, but the presence of elephants is confirmed in several provinces.

In the last few years there have been a number of reports of human-elephant conflicts throughout the entire country, with elephants destroying agricultural fields and housing of the local population, and killing livestock.

However, there have been few studies undertaken to improve on knowledge of this conflict, the size of elephant populations and their migrations, their diets and the reasons that are bringing elephants into conflict with local populations.

A number of initiatives have been implemented to mitigate this conflict.

For example in Cuando Cubango Province local communities were trained in techniques to scare away elephants from their fields and communities through the establishment of local conflict mitigation associations. In Cabinda Province, in collaboration with Local Government and the UN Food and Agriculture Organization FAO, an instruction manual will be developed to strengthen the capacity of rural communities to reduce this conflict.

An unofficial estimate affirms an increase of the population size of the two species of elephant in Angola.

In response to the problem of ivory trafficking, the sale of ivory items and the lack of up-to-date legislation, the country has already taken the following measures:

- Revision of the Criminal Code, to cover offences against the environment including poaching and trafficking in ivory, with penalties of up to two years in prison;
- Approval of the new Tax Code (Act No. 21/14 of 22 October) under which offences related to illegal trade in CITES Annex I species attract a penalty of four years in prison;
- The Act on Careers and Remuneration of Forest Rangers and Ecoguards is before the National Assembly for adoption, which will heighten the penalties for poaching and trafficking in wild animals and products of them.
- The establishment of a committee for harmonization and bringing together of management related to poaching and wildlife trafficking is an initiative that has been concluded to strengthen the control of ivory in Angola and the SADC region.

**NATIONAL IVORY ACTION PLAN
PRIORITY ACTIONS TO COMBAT THE ILLEGAL IVORY TRADE
IN ANGOLA**

Bases for Enforcement of the Law	Key Priority Actions	National Authority Responsible	Scheduling			
			By 30 April 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
A: Legislation	A1 Publication of the new Criminal Code applying penalties for crimes against the environment, including ivory trafficking	Ministry of the Environment Ministry of Justice	Consideration by the National Assembly	Adoption and publication in the Official Bulletin	Publicity and implementation	Implementation
	A2: Adoption by the National Assembly of the Wild Life and Conservation Areas Act ¹ .	MINAMB-DNB MINAGRI DNF	Discussion in the National Assembly	Adoption and publication in the Official Bulletin	Publicity and implementation	Implementation
	A3: Adoption of the Act on Careers and Remuneration of Forest Rangers and Ecoguards ²	MINAMB-DNB MINAGRI-IDF	Discussion in the National Assembly	Adoption and publication in the Official Bulletin	Implementation	Implementation
	A4: Harmonization of the environment-related legal qualifications with the new Criminal Code ³	MINAMB-GJ MINAGRI-GJ		Technical discussions	Legal qualifications prepared	Adoption and publicity
	A5: Preparation of the Joint Decree, sponsored by MINAMB, MINF, MINIT, MINCO and MINADER on import and export duties covering animals and plants ⁴	MINAMB MINF MININT MINCO MINADER	Submission to the National Multi-sector Commission for the Environment	Adoption by the Council of Ministers	Publication, publicity and implementation	Evaluation
	A6: Exchanges of experience within SADC in the implementation of laws covering crimes against the environment	MINAMB MINAGRI MINHOTU MININT MINDEN		Contacts made with SADC	Evaluation of the impacts of other countries' experiences	Action against the negative impacts with other experiences

Note:

¹This law will clarify the categories of the protected areas in Angola, in order to align them with those of the IUCN, and will also create additional protected areas specifically for conservation of elephants in Angola.

²This law will give a clear status to the monitoring personnel, which will facilitate the implementation of the new laws.

³The intention here is to update the implementing regulations and decrees in order to align them with the provisions of the new Criminal Code.

⁴This Decree will set down values for endangered species, which will strengthen fines and other penalties.

B: Charges and sentencing	B1: Establishment of prosecutors specializing in crimes against wildlife and the environment	MINAMB MINJDH Attorney-General	Identification of the magistrates to be trained	National meeting	Evaluation of implementation	Evaluation of implementation
	B2: Preparation of the action plan for increasing awareness of the Criminal Code and the legislation on the environment	MINAMB MINAGRI MININT		Increasing awareness at provincial level		Evaluation of implementation
	B3: Implementation of the ICCWC Wildlife and Forest Crime Analytic Toolkit	MINAMB MINAGRI MINHOTU MININT MINDEN	Establishment of cooperation with UNODC and other international bodies	Analysis of the tools	Implementation	Implementation
	B4: Publicity about sentences imposed for trafficking in ivory and products made from it	DNB INBAC DNF IDF	Radio, television and the press	Government website	At municipal and communal level	Evaluation of implementation
	B5: Establishment of a database on sentences resulting from crimes against the environment	MINJDH		Establishment of an MoU between MINAMB and MINJDH	Databases operational	Evaluation of implementation
	B6: Preparation of periodic reports for the ETIS database on seizures of elephant products	DNB IDF INBAC	Compilation of information at national level	Preparation of the first report	Preparation of the second report	Preparation of the third report
	B7: Trainer training in identification of crimes related to ivory trafficking	MINAMB MINAGRI MINHOTU MININT MINDEN Ecoguards training establishment, Province of Cuando Cubango		Training of the first group (Environmental administrators)	Training of the second group (Customs agents)	Training of the third group (Police officers and ecoguards)
C: Intelligence and investigatory services	C1: Preparation of an action plan on a way to involve the intelligence services at different levels in the fight against environmental crimes (particularly poaching and trafficking in ivory) in cooperation with the offices of the national intelligence services and other institutions involved in combating money laundering.	MINAMB MINAGRI MINHOTU MININT MINDEN	Model developed	Action plan designed	Implementation of the action plan	Evaluation of implementation

C: Intelligence and investigatory services	C2: Evaluation of implementation and updating of the protocol agreed among MINAMB, MINAGRI, MININT (Customs) and MINDEN on poaching and trafficking in wild animals and by-products of them	MINAMB MINAGRI MININT MINDEN	Coordination and evaluation meetings	Updating of the protocol on the basis of the evaluation	Implementation of the new protocol	Implementation
	C3: Training on enforcement of the law and conduct of criminal investigations into trafficking in wild animals in cooperation with UNODC, Regional INTERPOL, etc.	MINAMB MINAGRI MININT MINDEN		Training of personnel in the northern frontier part of the country		Training of personnel in the southern frontier part of the country
	C4: Consultation with the Ministry of Finance on funding available to investigate environmental crimes under the new Criminal Code	MINAMB MINAGRI MININT MINDEN		Coordination meeting	Evaluation of funding available, by activity	
	C5: Exchanges of experience with the SADC countries on criminal investigations by the intelligence services into environmental crimes	MINAMB MINAGRI MININT MINDEN		Visit to the first country, to be identified in Africa		Visit to the second country, to be identified in Asia
	C6: Strengthening of cooperation with South Africa and Namibia in DNA-based identification of ivory	MINAMB MINAGRI MININT MINDEN	Letter of intent on identification and sourcing of ivory through use of DNA	Negotiation on inclusion of riders in existing agreements	Signature and implementation of the riders	Evaluation
	C7: Determining what stocks of ivory exist at national level and making recommendations to improve management of them	MINAMB MINAGRI MININT MINDEN	National coordination meeting to develop suggestions on improving management of stocks	Inventories and preparation of Reports. Implementation of the recommendations	Evaluation of the new stocks	Preparation of the final Report on Angola's National Ivory Stock
D: National and international cooperation in combating wildlife crime	D1: Creation of the National Commission for the Implementation of the NIAP, comprising focal points of the various Ministries involved in the implementation of the Plan	MINAMB MINAGRI MININT MINDEN Attorney- General SINSE SIE	Creation of the Commission on the NIAP and preparation of its statutes	Evaluation of progress	Evaluation of progress	Evaluation of progress

D: National and international cooperation in combating wildlife crime	D2: Presentation of the NIAP to public and private institutions and to NGOs with the aim of facilitating their participation and the implementation	Customs IDF INBAC Border police	Preparation of cooperation model	Coordination meeting	Adoption of the Agreement	Implementation
	D3: Cooperation with the SADC Secretariat in the sharing of information on ivory trafficking and the use of the intelligence services in combating environmental crime	SADC Secretariat, Customs IDF INBAC Border police		First meeting		Second meeting
	D4: Discuss issues relating to ivory trafficking within the Bilateral Commission on Defence and Security involving neighbouring countries, so as to improve cross-border cooperation in combating ivory trafficking	Members of the Commission on Defence and Security	Submission to the Commission Secretariat of the request for discussion of these issues		Evaluation of the discussion	Report on the activities undertaken
E: Operationalization of strengthened enforcement measures	E1: Develop and implement the action plan for strengthening of surveillance in priority conservation areas for elephants (National Parks of Maiombe, Luiana, Mavinga, Bicular) and in the Dembos regions in Bengo Province	INBAC IDF	Plan drawn up	Implementation	Implementation	Implementation
	E2: Establishment of a National Surveillance Communications Network (HF network)	MINAMB MINAGRI MININT MINDEF	Procurement of authorizations	Start of operationalization of the system	Implementation	Implementation
	E3: Establishment of MoUs between the Maiombe national parks and equivalent locations in the DRC and the Congo in the north, and between those of Mavinga and Luengue - Luiana and those of Namibia, Botswana and Zambia in the south, covering poaching and ivory trafficking	MINAMB MIREX MININT MINAGRI MINHOTUR	Letter of intent	Coordination meeting and preparation of the document	Signature of MoUs	Implementation
	E4: Draw up and implement a joint action plan for enforcement in order to eliminate the	MINAMB MINCULT MINHOTUR MINCO	Coordination meeting to develop the action plan	Implementation of the joint action plan	Implementation of the joint action plan	Evaluation of the results of the implementation of the action

	sale of ivory-based craft objects in national markets	MININT				plan
E: Operationalization of the strengthening of enforcement measures	E5: Enhancement of monitoring and raising awareness of passengers at Luanda International Airport concerning the removal of ivory-based craft objects	MINAMB MININT MINHOTUR MINFAN-AGT NGOs	Production of awareness-raising materials (posters and brochures)		Implementation	Evaluation
	E6: Strengthening of the capacity for monitoring removals of ivory at the ports, border posts and international train stations.	MINAMB MINFAN-AGT CFB	Identification of priority points	Creation of identification capacity (equipment, personnel, etc.)	Implementation	Evaluation
F: Communication and awareness-raising	F1: Cooperation with NGOs, radio and television in the dissemination of information on the environmental laws and sentences resulting from environmental crimes	Environmental NGOs; Public and private television; National and local radio stations; Press	Publicity	Publicity	Publicity	Publicity
	F2: Workshop with tourism operators, market operators, municipal administrators and hotels, to disseminate information on the penalties for traffickers or purchasers of ivory	MINAMB MINAGRI MINHOTUR Tourism operators and managers	National Workshop in Luanda	Regional Workshop in Cuando Cubango	Regional Workshop in Cabinda	Regional Workshop in Moxico
	F3: Preparation of awareness-raising materials covering the prohibitions on trade, possession, export and import of ivory, for use at airports, ports, stations, Angolan embassies, etc.	Environmental NGOs; Public and private television; National and local radio stations; Press	Preparation of awareness-raising materials and publicity	Implementation	Implementation	Implementation and evaluation

6. Impact of the implementation of priority actions under the Action Plan

Bases for enforcement of the law	Indicators	Verification procedures
A: Legislation	Initial drafts published in the Official Bulletin	National Printing Office
B: Charges and sentencing	Comparison of the records of criminal matters resulting in sentencing and records of criminal matters that were dismissed	MINJDH databases
C: Intelligence and investigatory services	Reports of cases resolved on the basis of information supplied by the intelligence services	Annual Report of the intelligence services
D: National and international cooperation in combating wildlife crime	Memorandum of Understanding signed and harmonization, through reports, of monitoring techniques	Report of the Commission for the Implementation of the NIAP
E: Operationalization of the strengthening of enforcement measures	Number of checks carried out at the airport, ports and borders	Report of the Customs and Taxation Administration
F: Communication and awareness-raising	Number of points with information for raising of awareness on the prohibition on the trade in ivory	Report of the Commission for the Implementation of the NIAP